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# Justice Assistance News



Best wishes for a Happy Holiday Season from *Justice Assistance News*!



- \$197.3 million—that's the total appropriation for the JSIA Agencies for Fiscal Year 1984.

The appropriation includes \$67.3 million for a new justice assistance program. No funds can be spent, however, until Congress passes legislation authorizing the program of financial and technical assistance to State and local criminal justice agencies. The House passed such a bill in May. The Senate is expected to continue consideration of similar legislation—which is part of the President's Comprehensive Crime Bill—early next year after Congress returns from recess. (Details on Page 2)

- The OJARS Office for Victims of Crime wants information on existing programs that serve victims and witnesses. It's collecting the information in preparation for a National Resource Center on Crime Victims that will serve as a clearing-house for information on victim/witness assistance. (See Page 2)

- Surprising new statistics from BJS point up differences in the way States handle criminal cases. The data demonstrate the need for an improved system of following offenders from arrest through sentencing. (Story on Page 3)

- The title of this month's BJS Briefs should be "Everything You Wanted to Know About Crime and Justice." The Briefs outline some of the data in BJS' new "Report to the Nation on Crime and Justice"—the first comprehensive statistical picture of crime and criminal justice in the U.S. (See BJS Briefs, Page 5)

- Many of the children reported missing every year may be the victims of serial murderers. That's what OJJDP Administrator Regnery told the news media at a briefing to announce preliminary findings from the joint OJJDP-NIJ project to investigate the problem. Project participants hope that, by studying serial murderers and their methods of operation, they can learn how to prevent such heartbreaking crimes. (Story on Page 4)

- Some good news from the FBI . . . It's Uniform Crime Report shows reported crime decreased 5 percent during the first six months of 1983. Crimes in all categories were down . . . including murder, which dropped 12 percent. (Details on Page 3)

- The Rand Corporation . . . with an NIJ grant . . . is studying the sentences received by 18,000 felony offenders in California. NIJ hopes to learn why offenders who commit similar crimes receive such disparate sentences as probation or a prison term . . . will identify the criminal factors judges should consider when sentencing. (See "Study to Compare Sentences of Felony Offenders," Page 8)

- NIJ describes a new research program to tackle crime in the Nation's schools . . . announces the availability of the first edition of "Crime and Justice" . . . and reviews proceedings at a conference of State judges to develop recommendations for judicial practices recognizing the needs of crime victims. (See Research Briefs, Page 9)

## Victims Office Seeks Program Information

The OJARS Office for Victims of Crime is looking for information on existing programs and projects that seek to assist crime victims and witnesses.

The information is being collected as part of the process to establish a National Resource Center on Crime Victims that would serve as a clearinghouse for information concerning victim/witness assistance, victim compensation programs, and organizations from the private sector that provide services for crime victims and witnesses.

The Center also would serve as a liaison and provide coordination between national, State, local, and private sector organizations that work to improve services for victims and witnesses. In addition, the Center would monitor the status of compensation programs and victim/witness legislation and maintain a directory of State, local, and private sector programs and experts in the field to facilitate communication and the transfer of expertise in the area of victim services.

"This Center would provide assistance to the many groups around the country that need information to augment or implement programs to help victims," said Assistant Attorney General Lois Herrington, who formed the Victims Office within OJARS after serving as Chairman of the President's Task Force on Victims of Crime. The Task Force had recommended establishing the resource center in its report to the President.

"Because resources are precious, these new and existing groups can greatly benefit from the work that has preceded them as well as from new insights acquired through the successful provision of services to victims," she said.

Information should be sent to the Office for Victims of Crime, OJARS, 633 Indiana Avenue, N.W., Suite 1342, Washington, D.C. 20531.

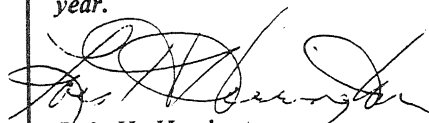


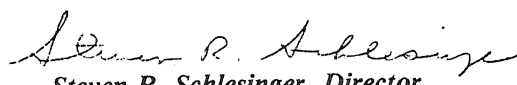
*On behalf of all employees of the Justice System Improvement Act Agencies, we want to wish you and your families a happy and healthy holiday season.*

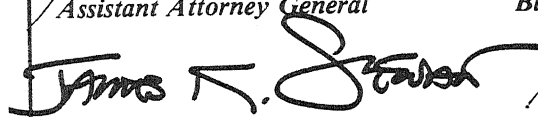
*The past year has been an exciting one that has taken our agencies in new directions and offered new challenges, including new opportunities to address the needs of the forgotten victims of crime.*

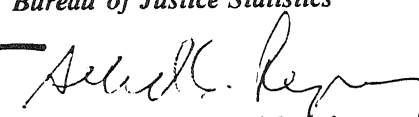
*In 1984, the Federal Government and the Department of Justice again will play a significant role in assisting State and local criminal justice. Cooperation among Federal, State, and local criminal justice and the involvement of the American public are imperative to the success of our mission, and we pledge to you our personal dedication and whole-hearted support of the JSIA Agencies.*

*Best wishes to each of you during this holiday season and in the coming year.*

  
Lois H. Herrington  
Assistant Attorney General

  
Steven R. Schlesinger, Director  
Bureau of Justice Statistics

  
James K. Stewart, Director  
National Institute of Justice

  
Alfred S. Regnery, Administrator  
Office of Juvenile Justice and  
Delinquency Prevention

## JSIA Appropriation Bill Passed

Congress passed in mid-November and the President signed H.R. 3222, which appropriates \$197.3 million for the Justice System Improvement Act Agencies in Fiscal Year 1984. The total is a significant increase over the \$125.5 million appropriated for the agencies in 1983.

Some \$67.3 million of the total is appropriated for a new criminal justice assistance program. Expenditure of those funds, however, is contingent upon passage of legislation to authorize such a program. The House passed a bill in May establishing an Office of Justice Assistance to administer a justice assis-

tance program. Similar legislation is pending in the Senate as part of the President's Comprehensive Crime Control package.

The total appropriation includes \$70.1 million for the Office of Juvenile Justice and Delinquency Prevention, \$21.6 million for the National Institute of Justice, \$18.4 million for the Bureau of Justice Statistics, \$12.5 million for the Public Safety Officers' Benefits Program, and \$7.2 million for administrative services to coordinate the agencies. A total of 271 positions is authorized to staff the agencies

Subscriptions to *Justice Assistance News* are available at a cost of \$15.00 annually (\$18.75 for foreign subscribers) and may be obtained by writing to the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20401. A check for the full amount should accompany your request. (Back issues will not be stocked.)

# ***BJS: Nation Needs Better Data To Track Offenders***

Surprising new statistics concerning the way different States process criminal defendants demonstrate the need for an improved system of following offenders from arrest through sentencing, the Bureau of Justice Statistics says.

Distinct differences are apparent in the way the States handle criminal cases, according to "Tracking Offenders," a Bureau bulletin based on a study of 400,000 persons arrested for felonies. The names of the States were kept confidential as a condition of the study, said the Bureau.

Of the four-State total, 48 percent of those arrested were prosecuted. The range among the States was considerable. In the Eastern State, 97 percent of those arrested were prosecuted and 3 percent were not prosecuted, whereas only 8 percent of such cases were prosecuted in the Western State.

In the mid-Atlantic State studied, the prosecution rate for all felonies was 77 percent, and in the North-Central State in the survey there was a 70 percent prosecution rate.

For violent crimes against persons (homicide, forcible rape, robbery, and aggravated assault), the prosecution rate

for the four-State total was 84 percent. The individual State rates were: Eastern, 96 percent; Mid-Atlantic, 78 percent; North-Central, 65 percent; and, Western, 27 percent.

## **Fewer Women Prosecuted**

Fifty-one percent of the males with felony charges were prosecuted compared with 35 percent of the females.

Of all those persons arrested for a felony property crime (burglary, larceny, auto theft and arson), 6 percent of the four-State total were sentenced to more than a year in prison, ranging from 16 percent in the Mid-Atlantic State to 1 percent in the Western State, the bulletin said.

"It is far too early to reach any firm conclusions about these offender statistics," commented Steven R. Schlesinger, the Bureau Director. "The data may represent differences in local laws, procedures, resources, and crime patterns as well as differences in policy. The more States collect data like these, the more informed their policy decisions will be.

"I think it is essential that legislators, administrators, and the general public be given this kind of data to understand

the criminal justice process more fully and to make more informed decisions," he said.

The information on the processing of persons through the criminal justice system is the first to be made available from the State comprehensive data system programs begun with Federal assistance in the 1970s.

The Bureau intends to add 18 to 20 States to the offender-based transaction series by 1985 to broaden the scope and increase the impact of this statistical series.

## **'A Good Start'**

"We have made a good start, but we have a long way to go before we will have the type of offender transaction reporting systems that this country needs," Dr. Schlesinger said.

"If we gave the sort of attention to crime statistics that we currently give to sports statistics, we would have reliable statistics from all 50 States instead of preliminary statistics from these four States," he declared.

As information systems improve, they

*(continued on page 8)*

## **Reported Crime Dropped 5 Percent, FBI Says**

Reported crime declined 5 percent during the first six months of 1983, according to the FBI's Uniform Crime Report.

FBI Director William H. Webster noted that each of the individual crimes in the Crime Index decreased for this semiannual period. In the violent crime category, murder fell 12 percent; forcible rape, 4 percent; robbery, 8 percent; and aggravated assault, 3 percent. For property crimes, burglary declined 8 percent; larceny-theft, 3 percent; and motor vehicle theft, 6 percent. Arson decreased 15 percent.

Director Webster pointed out that the mid-1983 decline in reported crime continues the experience evidenced in 1982 when reported crime dropped 3 percent from 1981. The Bureau of Justice Statistics' crime

victimization survey also showed a drop in crime for 1982.

The mid-1983 report showed the Northeastern and Southern States each recorded overall 6 percent declines, the Western States, a 5 percent decrease, and the North Central States reported a 3 percent drop in crime. However, the FBI noted, forcible rape was up 7 percent in the North Central States and 1 percent in the Northeastern States, while aggravated assault increased 1 percent in both the Northeast and the West.

For cities over 50,000 in population, crime decreased in all categories except aggravated assault, which increased 2 percent in cities with over one million residents. Crime overall decreased 5 percent in larger cities, 6 percent in the suburbs, and 4 percent in rural areas. In cities outside of met-

ropolitan areas, the decline was 2 percent.

Attorney General William French Smith called the reduction in crime reported by the FBI "another heartening development in the struggle against one of the Nation's most serious problems."

"Crime is too grave a problem to permit any complacency, but these declines must be viewed as encouraging," he said in a statement.

"The Reagan Administration is totally committed to achieving major and permanent reductions in the crime levels that have plagued the Nation for so long. With the anti-crime programs now in place, the criminal law reforms proposed to the Congress by the President, and growing cooperation among all levels of government, we are convinced that goal can be reached." ■



# Regnery: Many Missing Children May Be Serial Murder Victims

Many of the estimated 1.8 million children who disappear every year from their homes may be the victims of serial murderers, according to Alfred S. Regnery, Administrator of the Office of Juvenile Justice and Delinquency Prevention.

"Much has been written in recent weeks about the phenomenon of missing children," he said. "It is our belief that many of the missing children who remain missing are, in fact, the victims of serial murderers."

Mr. Regnery's remarks came at a news conference to announce the preliminary findings from a joint OJJDP-National Institute of Justice project to plan a Federal effort to better understand the serial murderer, serial child molester, and serial rapist. One of the products of that project has been a decision by the FBI to create a National Center for the Analysis of Violent Crimes that will aid local law enforcement in solving these difficult and complex cases.

"There were 4,118 murders classified by the FBI's National Crime Information Center as murders with no known motive in 1982," Mr. Regnery said. "Because the bodies of victims are not always found we have no idea what the real number is. These crimes are often committed in many different jurisdictions by persons without a connection to the community, and thus present unusual problems to the police. However, unlike other murderers who kill only once in their lives, serial murderers will, for the most part, continue to kill until apprehended."

As part of the planning for the National Center for the Analysis of Violent Crimes, Special Agent Roger L. Depue said the FBI has interviewed approximately 40 convicted serial murderers in an effort to discover trends and develop profiles of these offenders.

He said investigators often ask how a perpetrator abducted a young child from, for example, a busy shopping cen-

ter. "Once you find out how the perpetrator got the child from the shopping mall, then you can make plans to counter his work," Special Agent Depue said. Investigators have developed profiles of several types of serial murderers and several different methods of operation used by these offenders.

The preliminary surveys of existing unsolved murders and interviews with serial murderers have convinced project participants that there may be as many as 35 repeat murderers at large in the Nation at present, according to Robert O. Heck, director of the project for OJJDP. "Many of these people are not obviously mentally ill and will look as normal as the person next door," said Special Agent Depue.

Further information about the project may be obtained from Mr. Heck, Special Emphasis Division, Office of Juvenile Justice and Delinquency Prevention, 633 Indiana Avenue, N.W., Washington, D.C. 20531.

## Views In The News

### *The Chicago Tribune*

**FEDERAL DEATH PENALTY NEEDED:** "If there is a case for imposing the death penalty . . . it can best be made for convicted killers already in maximum security prisons who murder yet again.

"For example, two inmates of the U.S. penitentiary in Marion are suspected of stabbing to death two correctional officers . . . Both are already serving life sentences in the disciplinary section of the toughest prison in the country.

"Because the Marion prison is under Federal jurisdiction and there is no Federal death penalty, there isn't anything else the courts can do to these men, even if they are convicted of murder once again. Legally, the most dangerous, unremorseful killers can get away with murder. . . .

"The absence of a Federal death penalty is a clear danger to the correctional officers who must work in penitentiaries like Marion. . . .

"It is unfortunate that the Nation needs a Federal death penalty. But it

clearly does in this instance. The sooner Congress passes the necessary legislation, the less dangerous places like Marion will be."—*Editorial.*

### *The Washington Post*

**CAMERAS IN THE COURTROOM:** "Technological advances in the Nation's courtrooms continue to be made. . . .

"The most recent technological innovation, however, gives pause. It is a plan, already used in some counties in Ohio, to videotape entire civil trials . . . and then show the tape to a jury. At first blush the procedure has some advantages. . . .

"But somehow it seems just a little too sterile, too facile, too removed from reality. Sometimes it helps a jury to watch not only the witness on the stand but the reaction of the lawyer to something the witness says, the expression on a relative's face if someone tries to get away with something. The video camera can't capture all that. Litigators will tell us, too, that there is a powerful psychological effect on a witness when he enters a

formal courtroom complete with flags, marshals, a judge in appropriately somber robes and the 12 men and women who will decide who is telling the truth. It is easier to lie, the experts say, in a small room before a handful of people who have no real power over your fate, facing only a machine that records but makes no judgments.

"The jurors, too, are influenced by the majesty of the courtroom and all its paraphernalia. Their sense of responsibility and their determination to be fair and do the right thing are strengthened by the surroundings and by looking the participants in the eye. . . .

"The Ohio experiments should be studied carefully, and the views of litigants, attorneys, judges and especially jurors considered. It would not be surprising, though, if most prefer to return to the old face-to-face contests that have been an integral part of Anglo-American jurisprudence for hundreds of years. It may be cumbersome, but it seems to work."—*Editorial.*

# BJS Brief

## Bureau of Justice Statistics

### *BJS Report Answers Questions About U.S. Crime And Justice*

How much crime is there? Who are its victims? Who is the typical offender? What is the government's response to crime? What happens to convicted offenders? Are juveniles handled differently from adults? What are the costs of justice and who pays?

These and many other questions are answered in a new Bureau of Justice Statistics publication—"Report to the Nation on Crime and Justice." The report is the first comprehensive statistical picture of crime and criminal justice in the United States. It uses graphics and a nontechnical format to summarize a wide variety of data from BJS' own statistical series, the FBI Uniform Crime Reports, the Bureau of the Census, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and many other research and reference sources.

The report is intended as a source of information for the general public as well as criminal justice practitioners, researchers, and educators, according to BJS Director Steven R. Schlesinger.

"We chose this easy-to-read format because we believe that much of the available information has not until now been presented in a form understandable to the typical person who has to make criminal justice policy decisions," he said, adding: "By that I mean elected officials, taxpayers, crime victims, jurors and so on."

"Heretofore, most such publications have been highly technical and difficult to interpret," Dr. Schlesinger said. "But the information in this report will be clear to the average newspaper reader. It also contains current data on such much-discussed issues as prison overcrowding and the death penalty."

Presented in a magazine format, the 112-page report includes more than 40 maps, graphs, and tables and is indexed for easy reference. It presents previously unpublished findings on such topics as crime severity and incorporates new analyses of publicly available data, including the first historical cost analysis of the criminal justice system that accounts for inflation.

The report is the result of a two-year effort primarily by BJS staff. It was reviewed by more than 40 criminal justice experts in the U.S. Department of Justice, universities, and research organizations.

### The Crime

In measuring the amount of crime in the Nation, the report says 41 million victimizations occurred in 1981. In that same year, almost one-third of all U.S. households were victimized by violence or theft and 10 percent of households in the Nation experienced a burglary or a violent crime perpetrated by a stranger.

What are the trends in crime? The report says between 1973 and 1981 the National Crime Survey showed little change in victimization rates, whereas the Uniform Crime Reports showed increases in all Index crimes reported to the police. The homicide rate—which is not counted in the victimization survey—reached its highest level of the century in 1980, according to the National Center for Health Statistics.

While violent crimes are considered to be the most serious, white-collar crime is viewed more seriously than many conventional crimes, a National Survey of Crime Severity found. It said these factors affect the seriousness of crimes: ability of the victim to protect himself; the extent of injury or loss; the type of business or organization victimized; the relationship of the victim to the offender.

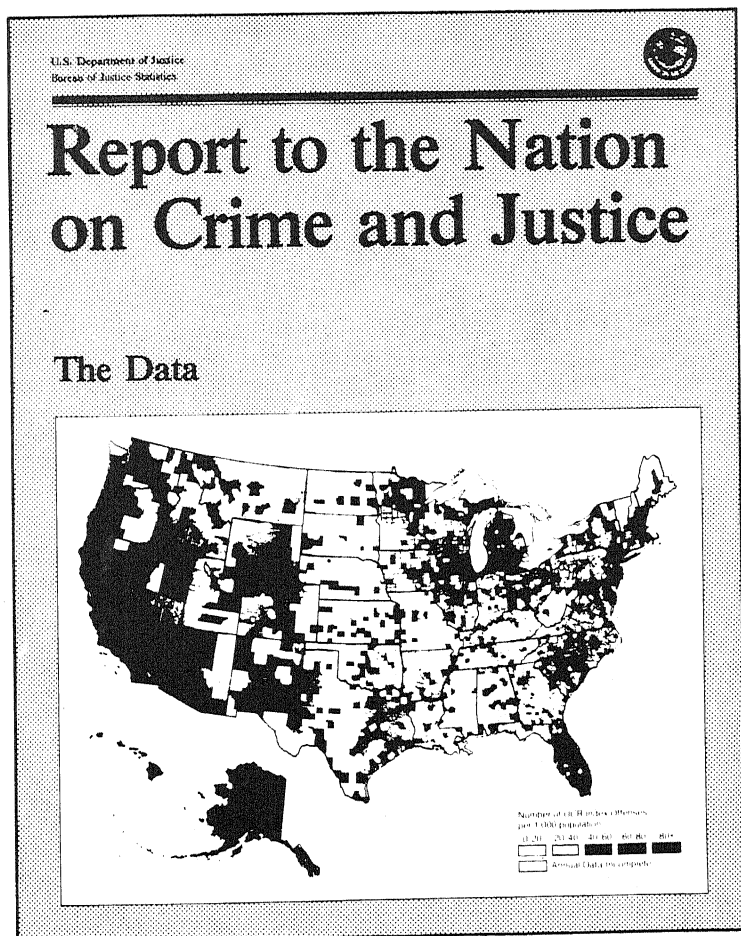
The report also answers such questions as:

—What do the two main sources of national crime statistics measure and how and why do they differ?

—When and where do crimes most often occur?

—What kinds of weapons are used in various types of crimes?

—To what extent are crimes committed by strangers or by people known or related to the victim?



## The Victim

The chance of becoming a victim of a violent crime is greater than the chance of being injured in a traffic accident, the BJS report says. Yet, people who have a high rate of victimization do not usually express the greatest fear. For example, surveys found that the elderly, who have a low rate of victimization, have high fear rates. The fear of crime affects many people, the report says, including some who have never been victims of crime. Relatives, friends, and neighbors of a crime victim often become more fearful than the victim.

The report presents these facts about crime victims:

- Victims are more often young, male, divorced or never married, city dwellers.

- Young black men have the highest violent crime victimization rates, and blacks in general are more often victims of violence.

- Students and the unemployed are more likely than housewives, retirees, or the employed to be victims.

- Theft rates are highest for people with low incomes (less than \$3,000) and with high incomes (more than \$25,000).

More than two million deaths or injuries resulted from crime in 1980, the report says. The National Crime Survey reported a \$10 billion loss in 1980 from NCS-covered crimes alone.

The report also examines how victims protect themselves from violent crime; why people fail to report crime to the police; and State victim compensation programs.

## The Offender

The report says the size of the offender community is large: 16 to 18 percent of the U.S. population have arrest records for nontraffic offenses. In profiling the typical offender, the report says that offenders are mostly male and usually under 20 years old. A small group of career criminals commits the vast majority of crimes.

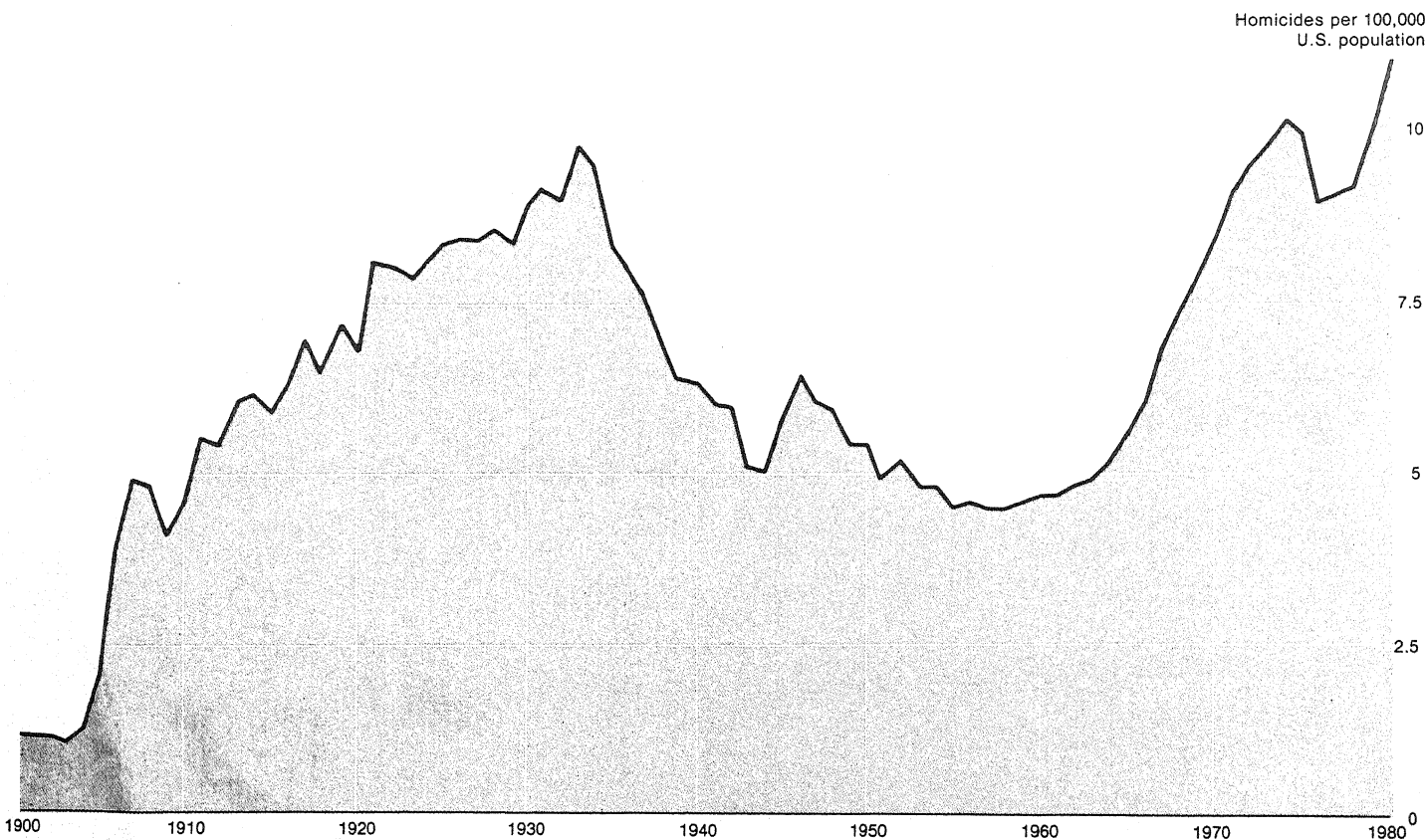
Most participation in crime declines with age, studies show. Arrest rates peak at age 16 for property crime and at age 18 for violent crime, the report says. Some good news though: The arrest rate for youths, which rose during the 1960s, leveled off after 1974.

The report also examines the types of crimes committed by offenders, the role of women and minority group members in crime, the backgrounds of jail and prison inmates, and drug and alcohol use by offenders.

## The Response to Crime

The report gives an overview of criminal justice at all levels of government—Federal, State, and local. It examines not only the criminal justice process and institutions, but also the philosophical base and legal mandates of the Nation's system of justice. It also provides a description of the processing of cases and offenders through the criminal justice system and discusses the role of discretion in criminal justice, intergovernmental issues, and variation between States, jurisdictions, and cases. The data and research findings quantify crucial actions at four key stages of the

**In 1980, the homicide rate was the highest in this century**



criminal justice process: entry into the system; prosecution and pretrial services; adjudication; and sentencing and corrections.

**Entry into the criminal justice system.** Some 10.8 million arrests were reported by police in 1981, most for non-Index offenses, the FBI Uniform Crime Report shows. The probability of arrest declines sharply if the incident is not reported to the police within seconds after a confrontational crime, and delay in apprehension, in turn, affects the ability of police to make arrests that result in convictions. For most crimes no one is apprehended. The 1981 UCR reports that only 19 percent of Index crimes were cleared by arrest.

**Prosecution and pretrial services.** The report examines how the prosecution of felony cases differs from jurisdiction to jurisdiction and offers these other facts about prosecution:

- More than half of all felons are classified as indigent. Ad hoc appointment of counsel remains the primary source of indigent defense.

- After arrest, cases involving juveniles are handled much differently than adult cases.

- Most juveniles are referred to court for property crimes (49 percent) and status offenses (20 percent), and only 84 percent of juvenile court cases are referred by police. The remainder are referred to court by parents, schools, or other sources.

**Adjudication.** The majority of the 82 million court cases filed in 1981 were not criminal. Only 15 percent were criminal cases and 2 percent were cases involving juvenile offenders. Most felony cases are brought in State and local courts and most that are prosecuted result in convictions.

Criminal case appeals make up only a small portion of the appellate court caseload, the report says. The majority of appeals are filed in State courts and involve civil cases. The number of appeals in Federal criminal cases increased greatly in the early 1970s, but has remained relatively constant since 1975, studies show. However, the number of habeas corpus and civil rights petitions filed in Federal court by State prisoners has doubled since 1970.

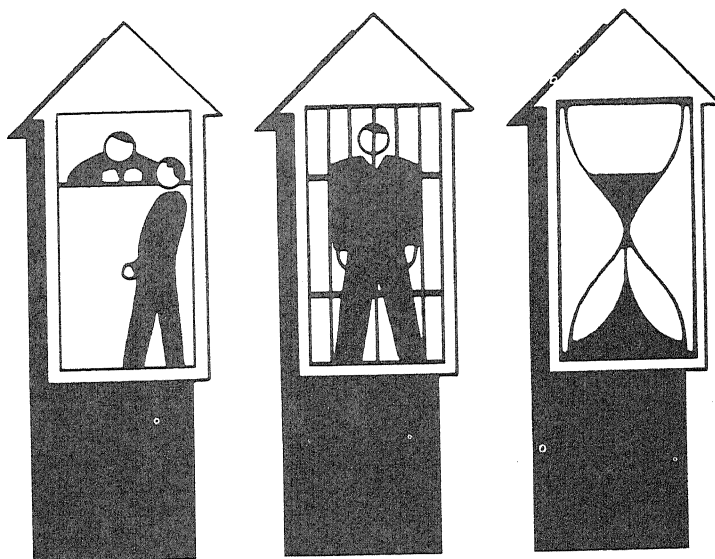
**Sentencing and corrections.** More than 2.4 million people—more than 1 percent of the U.S. population—are under some form of correctional supervision (probation, parole, jail or prison). That is an all-time high, the report says. But the incarceration rate for young adult men—the prison-prone group aged 20 to 29—while increasing, has not yet reached the peak of the 1960s.

Three out of four offenders are being supervised in the community rather than in an institution. Of those in institutions as of 1979, 52 percent were held in maximum security prisons, 37 percent in medium security, and 11 percent in minimum security. The number of prisoners on death row is at an all-time high; six persons were executed between 1967 and 1982.

Court admissions to prison have remained stable, the report says. But the number of persons sent to prison for parole or probation violations has increased. Admissions to juvenile facilities have been decreasing since 1974.

## The Costs of Justice

The dominance of State and local governments in justice spending shows that they, not the Federal Government, have primary responsibility for criminal justice in the Nation, the report says. Spending by local governments exceeds that of



The costs of justice are increasing, the report says.

State governments because municipalities have the main responsibility for police protection, which accounts for 53 percent of all justice spending. State governments spend nearly half their justice dollars on corrections, while counties spend the most for court-related functions. The Federal share of total government spending for criminal and civil justice was only 13 percent in 1979.

In 1981, slightly less than 3 percent of all government spending was for criminal and civil justice, the report says. Of this, 1.5 percent was for police protection, .7 percent was for corrections, and .7 percent was for all other justice services, such as courts, prosecution, and public defense.

The report also examines the trends in justice spending. For example, it says that the rate of growth for all criminal and civil justice functions rose steadily until 1976, when it began decreasing. State and local government per capita spending for police and corrections increased along with most other government functions during the past 20 years. Spending for police increased 69 percent, for corrections, 115 percent. However, spending for police and corrections was far below spending for other functions, such as education and highways. Per capita spending for court-related functions increased even faster—up 4.4 percent per year as compared to 1.1 percent for police and 3.1 percent for corrections.

In reporting the costs of the criminal justice system and the relationship of justice spending to other government outlays, the report also covers:

- What do justice dollars buy? How much does it cost to bring an offender to justice? To keep a person in prison or on probation? To build a prison? A jail?

- How much does each State spend per capita for its justice system?

- What is the relationship between a State's per capita spending for justice and its crime rate? Its tax base? Its tax revenues? Its degree of urbanization?

Copies of the BJS "Report to the Nation on Criminal Justice" are available from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland; telephone 301/251-5500. The order number is NC.



# Study To Compare Sentences Of Felony Offenders

The Rand Corporation, with a grant from the National Institute of Justice, has begun a comparative analysis of felony offenders who commit similar crimes yet receive either probation or prison terms. By examining post-trial behavior, including rearrests, the study will identify those critical factors judges should consider when sentencing.

James K. Stewart, Institute Director, said the unique study, which will use a data base of 18,000 criminals in California, would help identify those high-risk offenders who should be incarcerated and those offenders who can be safely considered for sentencing alternatives.

"The study will look closely at the various approaches that are now taken to predict who will be successful on probation," Mr. Stewart said. "It also will research what the impact is on both the prison population and the probation population."

The grant will compare 12,000 persons who received prison sentences for serious felonies in California in 1980 (rape and homicide are not included) with 6,000 persons who were put on probation after committing similar crimes with similar circumstances. In addition, detailed followup research will be done on some 1,000 probationers and 1,000 persons who went to prison and then were released on parole.

"We will study the rate of crime between two groups," Mr. Stewart said. "We will compare the recidivism rates of those who never went to prison at all with the recidivism rates of those who are released from prison."

"By studying these recidivism rates and other behavioral and sociological criteria, we hope to come up with a model that will identify that select group of offenders who can be placed on probation without any obvious danger to the public."

"This should enable judges to have a more informed sentencing policy. They can take a stricter approach with those defendants representing a higher risk and a more lenient approach with those

who are lower risk and may be managed successfully through alternatives.

"If the model proves viable, it could be replicated across the country with a savings of many millions of dollars in prison costs."

The grant totals \$235,728. Research will be completed by December, 1984.

Joan Petersilia, a senior researcher in Rand's Criminal Justice Program, will be project director for the 27-month research program.

Ms. Petersilia said the research will encompass seven key areas:

—What characteristics, involving either the offender or the offense he committed, determine whether the defendant is placed on straight probation, is sent to jail plus probation, or is sent straight to prison?

—What characteristics predict whether or not the individual will be able to fulfill the conditions of probation, including avoidance of both technical violations and arrests?

—For those rearrested for additional criminal acts, what types of behavior

bring them to the attention of authorities, and how do these behaviors relate to their original offenses and personal characteristics?

—What percentage of persons sentenced to prison might instead have been good risks for probation?

—To what extent do presentence investigation reports emphasize factors that have been empirically demonstrated to be predictive of a successful probation and what percentage of persons placed on probation should have been sent to prison?

—How accurate are recidivism predictions, and are they sufficiently valid to support adoption of selective incapacitation policies?

—Interviews by researchers of released prisoners to collect information on actual offense rates and crime correlates.

Further information on the grant may be obtained by writing Voncile B. Gowdy, Corrections Division, National Institute of Justice, 633 Indiana Avenue, N.W., Washington, D.C. 20531. ■

## ***BJS: Offender Tracking System Needed***

*(continued from page 3)*

could, for example, answer the following questions:

—What actions can be taken to reduce the number of dropped prosecutions? What procedures should be implemented to ensure that similar felony cases within a jurisdiction receive similar treatment?

—To what extent will increasing the number of imprisonments or increasing sentence lengths affect prison crowding?

"Some day we will have the answers

to these questions," Dr. Schlesinger said. "And as far as I am concerned the sooner that day comes the better it will be both for the criminal justice professional and for everyone else."

Single copies of the bulletin may be obtained free of charge, using order number NCJ-91572, by writing the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The telephone number is 301/251-5500. ■

## **AROUND the NATION**

WASHINGTON, D.C.—*WSIN Intelligence Digest*, published by the Western States Information Network, has received a professional service award from the International Association of Law Enforcement Intelligence Analysts. The Digest was cited for its excellence in providing tactical and strategic analysis and information on narcotics intelligence to Federal, State and local law enforcement agencies in Alaska, California, Hawaii, Oregon, and Washington State. Bill Sanderson, program director of WSIN, attributes the recognition to the work of the WSIN staff "and the excellent contribution of articles and intelligence from our WSIN member agencies." ■

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice.



# Research Briefs

National Institute of Justice

Focus

## Federal Alliance Tackles Crime in the Schools

The Department of Justice and the Department of Education have joined forces against the problem of crime in the Nation's schools. The Federal initiative will test a crime prevention approach specifically designed for a school setting. The pilot program, which will be launched in three school districts, also calls for a close working relationship between school authorities and criminal justice officials for a concerted attack on problems in the school environment.

The three jurisdictions selected as test sites for the pilot effort are Anaheim, California, Jacksonville, Florida, and Rockford, Illinois.

Initiated by the National Institute of Justice, the program responds to the Attorney General's Task Force on Violent Crime and its recommendation for vigorous law enforcement efforts where violence and drug problems are found to exist in the Nation's schools. In addition to the Institute, the Office of Juvenile Justice and Delinquency Prevention has contributed support. The Department of Education is the third participant in the initiative.

James K. Stewart, Director of the National Institute, said that the partnership of Federal agencies to attack crime in a school setting was a "first." "Endorsement of the program by the Attorney General and Secretary Bell signifies the importance attached to this problem at the very highest levels of the Federal Government."

Emphasizing crime prevention, and requiring little or no expenditure of additional funds, the program uses crime analysis techniques to uncover patterns of activity or "trouble spots" in the school environment. Assisted by experts from the training team, school authorities will then devise countermeasures or "target hardening" strategies for preventing similar incidents in the future.

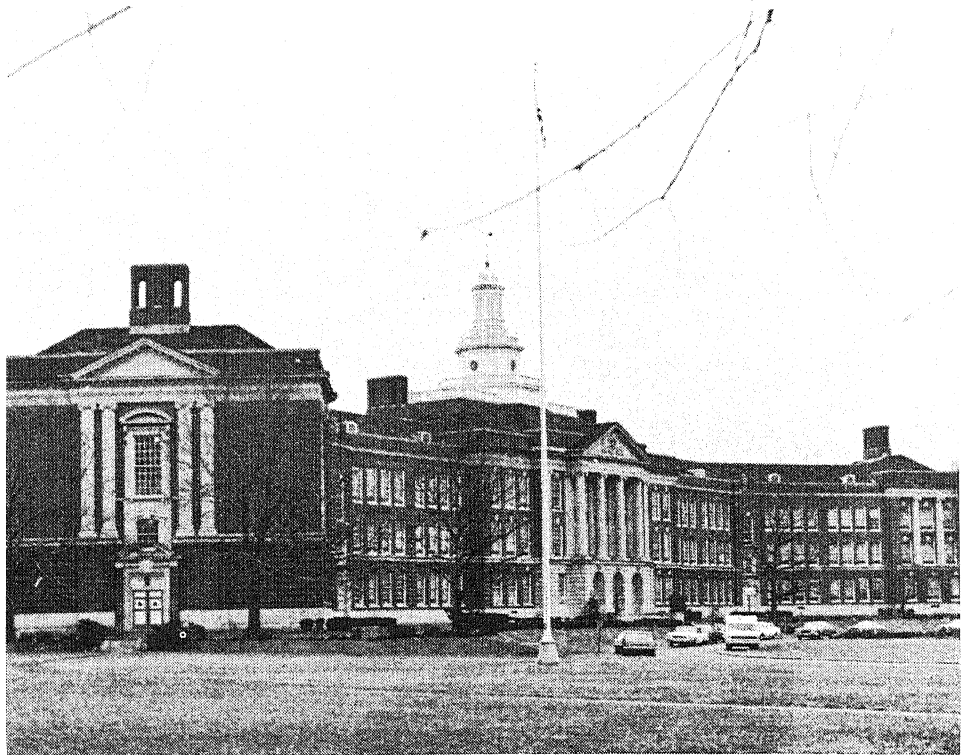
The National Alliance for Safe Schools is furnishing training and technical assistance at the three sites. The American Justice Institute is evaluating the program.

The working partnership between school and police officials, as called for by the program, emphasizes procedures governing responsibilities of the respective authorities. As part of that collaboration, officials will focus on differences between criminal acts and disciplinary infractions, determining the appropriate response to a "fight," for example,

as opposed to an assault. Drug usage involving criminal activity such as the sale or possession of narcotics is another problem the authorities will address. They will pool their respective knowledge on these and similar problems.

Under what circumstances police officers will enter the school grounds and how they will deal with suspects, as juveniles in a school environment, are other issues that school and criminal justice officials will work to resolve. Judges and other court officials, who will also participate in the working group, will advise on issues involving the legal status of juveniles and policies governing the treatment of juveniles by the justice system.

The countermeasures that school officials will apply draw on concepts that link crime prevention tactics to characteristics of the physical environment. At the test sites, the school plant will be partitioned into invisible "zones"—an enclosed hallway with classrooms on both sides would be one zone, for example, or a lobby area with entrances to the outside, another. Each type of area affords somewhat different opportunities for potential problems. Based on where the bulk of incidents occur, school author-



The Federal partnership against school crime responds to a recommendation of the Attorney General's Task Force on Violent Crime.



Working groups of school and criminal justice officials and representatives of community groups will hammer out policies on crime and disciplinary incidents.

ities will devise countermeasures keyed to the type of incident as well as the physical characteristics of the location.

The first year of the program will be devoted to crime analysis and the design of countermeasures. School and criminal justice personnel will develop their working procedures during this period as well. Adjustments to the program are planned for the next phase followed by its evaluation during the second year.

Work in developing the program was aided by an advisory board of representatives from Federal agencies as well as from major education and criminal justice associations.

research review, sponsored by the National Institute of Justice. The newest volume in the annual series was recently published by the University of Chicago Press.

*Crime and Justice* is a state-of-the-art review of significant developments in knowledge produced by research. Each series features essays by prominent scholars on what we know about criminal justice issues and institutions and the implications for both research and practice.

Edited by Michael Tonry, professor of law at the University of Maryland Law School, and Norval Morris, Julius Kreeger Professor of Law and Criminology at the University of Chicago, the essays integrate research on criminal justice issues that have emerged from an ever widening number of disciplines. Emphasizing both scholarship and readability, the series is designed for the policymaker, the practitioner, and the researcher.

An editorial board of distinguished scholars and practitioners selects the topics for the series and reviews the papers.

In the newest volume, Jacqueline Cohen, Carnegie-Mellon University, writes on "Incapacitation as a Strategy for Crime Control: Possibilities and Pitfalls." Other essays in Volume 5 focus on prison labor and industries (Gordon Hawkins), sex offenses and offenders (Donald J. West), and prisons for women, 1790-1980 (Nichole Hahn Rafter).

Taken as a whole, the five volumes in the series cover core issues in the field of criminal justice, including victimization, correctional practice, youth violence, firearms and crime, and trends in violent crime. Other essays examine issues involving an interdisciplinary focus, such as the relationship between crime and mental disorder.

# Announcements

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The history of women's prisons is an essay topic in the new volume of the research review.

# Research Briefs

National Institute of Justice

*Crime and Justice* is available from the University of Chicago Press, 11030 South Langley Avenue, Chicago, Illinois 60628. The price is \$25.00, or \$20.00 for standing order subscribers.

Copies of Volumes 1-4 are also available from the University of Chicago Press. Prices for hardcover and paperback editions and other information on orders can be obtained from the above address.

## Events

### Judges examine victim participation in court proceedings

Victims who seek a role in their own cases do not want vengeance but rather the chance to be heard. They want to conclude their experience within the criminal justice system confident that the full impact of the crime on their lives has been made known.

This is what victims told judges who assembled for a national conference on crime victims, convened at the National Judicial College in Reno, Nevada, November 29 through December 2. Initiated and developed by judges, for judges, the conference focused on the treatment of victims by the criminal justice system and ways that the courts could respond better to victim needs. The National Institute awarded a grant to the judicial training school for the special workshop, which also was supported by an award from the American Bar Association.

Victim impact statements and their use in court proceedings were among the issues the judges addressed. Ways of protecting victims from intimidation and harassment by defendants was the topic of another of the panel sessions.

What should be the victim's role when judges set charges, or schedule court proceedings, or de-

cide terms of the defendant's release? Should the victim have a say in plea negotiations? On issues involving victim protection, the judges addressed equally complex questions: Can restrictions be imposed on victims' names and addresses? Should procedures be adopted for specific types of victims—minors, the elderly, the handicapped?

The issues involved in these questions were deliberately kept to a minimum number for the workshop. Speaking at a press conference before the workshop, Ernst John Watts, Dean of the National Judicial College, said that restricting the workshop to a few specific issues, such as victim impact statements, ensured a thorough, intensive examination by the judges.

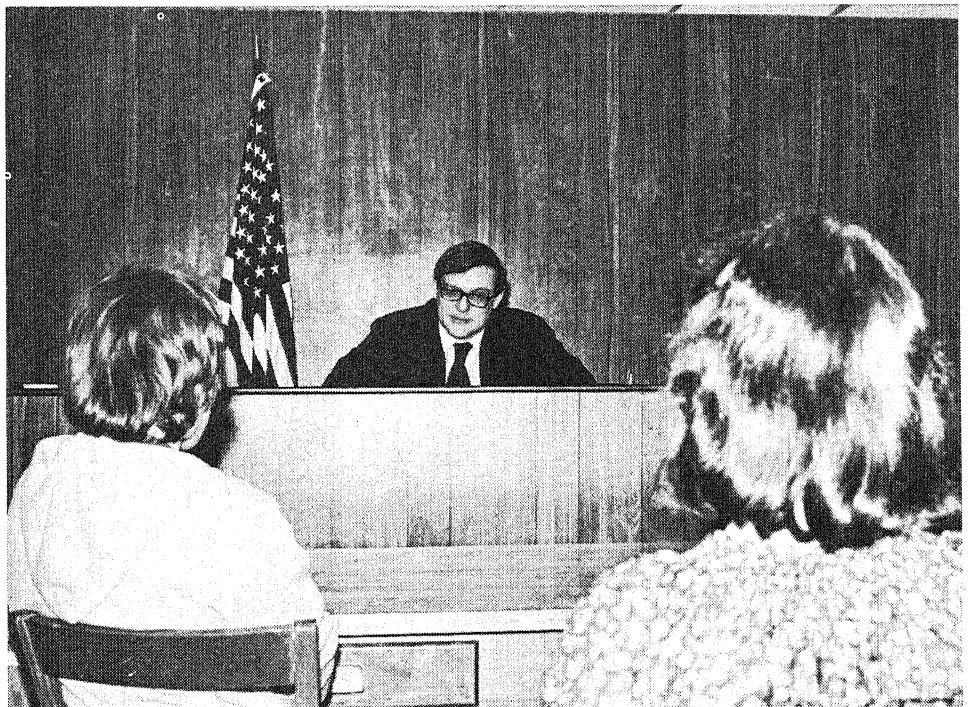
Assistant Attorney General Lois H. Herrington, head of the Office of Justice Assistance, Research, and Statistics outlined recent developments involving victims and the criminal justice system. The former Chairman of the President's Task Force on Victims of Crime told the judges that they had the opportunity to change the way victims are treated in the judicial system.

James K. Stewart, the National Institute Director, reported on recent

Institute research focusing on victim involvement in court proceedings. He cited the results of a recent field test on plea negotiations in which the majority of victims who chose to participate in the sentencing conference were fully satisfied with the outcome.

Participating in the conference were two judges from each State, the District of Columbia, and Puerto Rico, who were selected for their leadership capabilities and willingness to seek improvements in the treatment of victims. As the culmination of the workshop, the judges hammered out procedures for involving victims in the court process. They have taken the measures back to their jurisdictions for adoption in their own courts and by their judicial colleagues.

"We look upon these judges as change agents," said Judge John Daffron, Education Chairman of the National Conference of Special Court Judges of the American Bar Association. Judge Daffron, who also spoke at the pre-workshop conference, said that the judges would submit the procedures for approval by the American Bar Association after testing and refining them in their own courts.



Increased participation of victims in court proceedings was the focus of the recent NIJ judicial conference.



(18 pages)

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**Fred Rice** is the new superintendent of the Chicago Police Department.

Prior to his appointment, Superintendent Rice was chief of the Patrol Division since August 1979. He also has served in the traffic, detective, and gang intelligence divisions.



Superintendent Rice received a bachelor's degree in 1970 and a master's degree in public administration in 1977 from Roosevelt University. He is a veteran of the Korean War, for which service he received two battle stars and the Korean Service Medal.

**Charles M. Rodriguez**, a 28-year veteran of the Los Angeles Sheriff's De-

partment, has been selected as the new chief of the San Antonio, Texas, Police Department.

Chief Rodriguez was an area commander in the Los Angeles Sheriff's Department. He also served as captain of the Youth Services Bureau and held assignments in the field operations, custody, and administrative divisions.

Chief Rodriguez earned a master's degree in public administration from the University of Southern California.

**Norm Helber**, chief probation officer of the Gloucester County, New Jersey, Probation Department, has been named president of the American Probation and Parole Association.



Mr. Helber has worked in both the adult and juvenile areas of probation and in adult and juvenile correctional institutions.

**Judge Clarice Jobes**, of the Detroit Recorder's Court, has been installed as president of the National Association of Women Judges.

Judge Jobes has served on the Recorder's Court since 1978. From 1976 to 1978, she practiced private law and from 1972 to 1976 she was a partner in the law firm of Jobes & LeBost, P.C. in Detroit.

Judge Jobes is past-president of the Foundation for Women Judges and director of the National Conference of Women's Bar Associations.

